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NATIONS CONFERENCE ON ENVIRONMENT
AND DEVELOPMENT
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Item 2 of the provisional agenda*

PREPARATIONS FOR THE UNITED NATIONS CONFERENCE ON ENVIRONMENT AND DEVELOPMENT ON THE BASIS OF GENERAL ASSEMBLY RESOLUTION 44/228 AND TAKING INTO ACCOUNT OTHER RELEVANT GENERAL ASSEMBLY RESOLUTIONS

Report of the Secretary-General of the Conference

1. The United Nations Conference on Environment and Development (UNCED) is a unique attempt of the nations of the world to find a common basis for action to protect the future of planet Earth and to secure for all its inhabitants a more sustainable and more equitable future. The goals of the Conference have been articulated in General Assembly resolution 44/228. The task before the Preparatory Committee is to recommend the programmes and the actions required to reach these goals. At its first session, the Preparatory Committee provided a valuable indication of the primary areas of concern and requested a number of studies and reports in respect of them. The second session must continue this development and identify in practical terms the measures that need to be taken by the global community to address these concerns. The work of the secretariat has been guided by this need to develop a wide range of practical steps within the framework of a coherent and concerted programme of action, Agenda 21. The present report seeks to describe the work process of the secretariat and certain related organizational issues. It also presents an overview of the very voluminous documentation that has been placed before the Preparatory Committee for its consideration.

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I. ACTIVITIES OF THE CONFERENCE SECRETARIAT

A. Work process

2. The agenda for the 1992 Conference is very wide-ranging and at its first meeting held in Nairobi the Preparatory Committee provided invaluable direction to the secretariat in organizing its work programme. A cooperative work process has been established which allows the secretariat to mobilize the best available expertise in the United Nations system and elsewhere in order to provide the analytical background and develop proposals for action for consideration by the Preparatory Committee. This is being done mainly through a series of working parties that have been set up with members drawn from relevant United Nations agencies, specialized research institutions and individual experts. Particular care has been taken to ensure that experts and institutions from developing countries are well represented in the working parties. Working parties have been set up to deal with:

(a) Atmosphere issues, including climate change;

(b) Land and agriculture;

(c) Forests;

(d) Biodiversity;

(e) Biotechnology;

(f) Oceans;

(g) Toxic chemicals and hazardous wastes;

(h) Environmental education.

In addition to the working parties, the secretariat has also convened ad hoc meetings of experts from United Nations agencies and elsewhere to discuss specific issues, particularly poverty related issues, environment and development and cross-sectoral issues.

3. The United Nations agencies are participating in the work of the secretariat mainly through the working parties, which have contributed in a very substantial way to the documentation that is placed before the Preparatory Committee at its second session. They have devoted significant resources to providing technical and analytical support to the work of the UNCED secretariat. The secretariat is deeply grateful for the excellent cooperation that it is receiving from all parts of the United Nations system as well as from the other organizations and individuals who are contributing to the work of the secretariat.

4. The 1992 Conference is a conference on both environment and development and at its first session the Preparatory Committee stressed the need to ensure that in all areas of work the developmental dimension is taken fully into account. Each working party has been asked especially to do this, to pay particular attention to

the linkages with developmental issues and problems and to identify the need for financial support, technology transfer and institutional development. In addition, the secretariat has undertaken substantial work on the developmental dimensions of the overall environmental issue.

5. The decision 1/25 on environment and development, adopted by the Preparatory Committee at its first session held in Nairobi, 1/ provides the basis for a major work programme. As part of this process the secretariat called a meeting of experts from United Nations agencies and from other organizations to examine the issues of poverty, environment and development. A preliminary paper based on these consultations is one of the documents for consideration at the second session of the Preparatory Committee. A significant amount of work has already been initiated in the form of papers commissioned from leading research institutions and scholars. On the basis of these inputs, and the inputs expected from the parallel activities in other parts of the United Nations system, the secretariat plans to develop further its work on sustainable development.

6. In all of its work the secretariat places special emphasis on cooperating closely with the relevant agencies, organizations and programmes of the United Nations system to ensure that full advantage is taken of their various activities and capacities on matters that are directly relevant to the agenda for the 1992 Conference. Specific references to these parallel activities and the way in which they will contribute to the deliberations of the Preparatory Committee are given in the relevant documents.

B. Regional activities

7. The regional commissions of the United Nations system are also fully involved in preparatory work for the Conference and some important subregional activities have been initiated.

1. Economic Commission for Africa

8. The Economic Commission for Africa (ECA) has appointed an interdisciplinary task force. ECA has also developed a proposal for four preparatory meetings at the subregional level to be held in Eastern and Southern Africa, West Africa, Central Africa and North Africa. The regional meeting at the ministerial level is scheduled for April 1991.

9. A subregional proposal from the Southern Africa Development Coordination Conference (SADCC) region is also under preparation and similarly the Sahelian countries are being assisted by the United Nations Sahelian Office.

2. Economic Commission for Europe

10. The Economic Commission for Europe (ECE) is following up on the Bergen Conference and is developing a number of regional environment-related agreements and projects. The environmental problems of Eastern and central Europe are of

particular concern because of their impact not only on national but also on regional and global environment conditions. At the same time, in particular in the energy field, there are great opportunities for improvements. ECE is specifically for this reason working on energy conservation under the "Energy efficiency 2000 project".

3. Economic and Social Commission for Asia and the Pacific

11. The regional meeting at the ministerial level was held at Bangkok from 10 to 16 October 1990 as a follow-up to the World Commission on Environment and Development. The ministerial meeting, in its declaration on environmentally sound and sustainable development (ESSD) requested ESCAP to arrange a subsequent meeting to finalize a detailed regional strategy for UNCED. The follow-up meeting will be held from 13 to 19 February 1991 at Bangkok. Any strategy document that the February meeting might agree on will be further considered by ESCAP at its forty-seventh session in Seoul from 1 to 10 April 1991. Subregional activities in the Pacific are being supported by the Asian Development Bank (AsDB) and the field offices of the United Nations Development Programme (UNDP) in the region.

4. Economic Commission for Latin America and the Caribbean

12. In the Latin America and the Caribbean region, the preparatory conference is scheduled for 4 to 7 March in Mexico City, in time to report in detail on the outcome of the regional preparations at the March session of the Preparatory Committee. Earlier regional activities include the ministerial meeting on the environment organized by the United Nations Environment Programme (UNEP) and held in Port of Spain, Trinidad and Tobago from 17 to 23 October 1990, which adopted an action plan; and the report entitled "Our own agenda", sponsored by UNDP and the Inter-American Development Bank (IDB) with the collaboration of the Economic Commission for Latin America and the Caribbean (ECLAC) and UNEP. Subregional activities in the Caribbean are being supported in part by UNDP.

5. Economic and Social Commission for Western Asia

13. The regional conference is scheduled to be held from 13 to 16 May at Cairo. The conference will be sponsored jointly by the Economic and Social Commission for Western Asia (ESCWA) and UNDP. The topics of the conference will be based on national reports as well as select case and sectoral studies. It is expected that the conference will discuss and approve an Arab declaration on environment.

C. National preparation and reports

14. The suggested guidelines approved by the Preparatory Committee in August at Nairobi were transmitted to member States in September and October. As of late January more than 100 countries have received the guidelines and over 70 have indicated that the process of preparing national reports has begun. Several

requests for funding have been received directly or through UNDP and are being reviewed jointly with UNDP and other funding sources.

15. The UNDP resident representatives/resident co-ordinators are also UNCED representatives in the field and their contribution to the process will be vital as the preparatory work accelerates. They are being backstopped by the UNCED secretariat and by UNDP headquarters. UNCED has also contacted all United Nations agencies, including the World Bank, regional development banks, bilateral development assistance agencies, as well as the World Resources Institute and some international non-governmental organizations (NGOs), many of which have indicated their willingness to assist developing countries desiring assistance in preparing their national reports. The regional commissions are also actively involved in developing regional strategies based on national and regional inputs.

16. Many Governments are in the process of establishing national committees to advise and assist in national preparations for UNCED, including preparation of the national reports. In some cases these consist entirely of representatives of government ministries and agencies. In other cases national committees have been broadened to include representatives of science, industry and other non-governmental constituencies and interest groups or these have come together in a separate organization. In accordance with the decision of the Preparatory Committee that there should be broad-based involvement of relevant NGOs in the preparatory process, the secretariat has been actively encouraging the establishment of national committees and the broadest possible participation by and involvement of NGOs and interest groups in preparations for the Conference at the national level. It has also been endeavouring to mobilize special financial support to assist developing countries in this respect and has been utilizing extrabudgetary funds made available to it for this purpose to facilitate the contributions of national institutions in developing countries and experts to the preparatory process.

D. External relations

17. Through its External Relations Unit, the secretariat has established liaison and a broad range of contacts with Governments, agencies, organizations and programmes of the United Nations system, and other intergovernmental and non-governmental organizations and interest groups. It has initiated a series of periodic briefings at its Geneva headquarters as well as in New York and Nairobi.

18. As preparations for UNCED require system-wide cooperation within the United Nations system, special efforts are made to ensure that full use is made of the opportunities provided by the many other United Nations conferences and meetings to elicit contributions to preparations for UNCED. This process has been facilitated by the valuable discussions concerning UNCED at the Administrative Committee on Co-ordination in New York in October 1990 as well as the sessions of the Designated Officials for Environmental Matters in Rome in October and Geneva in December.

1. Non-governmental organizations

19. The Preparatory Committee pointed out in its decision 1/1 1/ that the effective contributions of NGOs in the preparatory process were in its interest and agreed on broad-based involvement of relevant NGOs. The General Assembly at its forty-fifth session authorized the Preparatory Committee to continue to apply, for the purpose of the preparatory process, the provisional arrangements agreed upon at Nairobi concerning the participation of NGOs in the process. The proposal of the Chairman, made in accordance with the request of the Preparatory Committee, as to a procedure for determining NGOs' competence and relevance to the work of the Preparatory Committee, will be presented at the current session.

20. A number of NGOs with extensive scientific expertise in the environment and development field are contributing information and studies to the preparatory process. Representatives of several NGOs are participating on a personal basis in secretariat working parties and consultative groups that are engaged in preparing the substantive documentation requested by the Preparatory Committee.

21. Particular mention needs to be made of the numerous electronic conferences (bulletin boards) that have been set up by NGOs on the networks of the Association of Progressive Communications (APC), 2/ as a direct result of the UNCED global electronic network. These can be found on EcoNet, and are shared with the other APC networks world wide. They include discussions of the agenda items of the Conference; national activities; and preparations for the Conference itself, just to name a few.

22. The growing involvement of NGOs enriches and enhances the Conference preparatory process, tapping invaluable expertise of important constituencies - youth, women, trade unions, scientists, religious leaders, indigenous people, educators, cultural leaders, physicians and other professional groups. A notable recent development is the formation of a business council for sustainable development to make available to the preparatory process the insights and perspectives of industry.

23. With the encouragement of the secretariat, NGOs have been forming broad-based constituencies and coalitions to increase the effectiveness of their participation in the preparatory process, including sessions of the Preparatory Committee and the Conference itself. A significant example is the establishment of the International Facilitating Committee comprised of various NGO networks, the plans for an NGO conference in 1991 sponsored by the Government of France and organized by the Environment Liaison Center International, as well as a number of regional forums organized by the Centre for Our Common Future.

24. The secretariat, in line with the Preparatory Committee's decision 1/24 on the guidelines for national reports 1/ has taken steps to encourage and facilitate the involvement of NGOs at the country level in special committees or working groups engaged in preparing national reports.

25. The Secretary-General of the Conference has sought extrabudgetary resources, in addition to the voluntary fund established pursuant to General Assembly

resolution 44/228 of 22 December 1989, in order to facilitate access to the especially important contributions that would not otherwise be available from institutions and experts from developing countries.

26. The secretariat's efforts to mobilize funding for these purposes has been valuably supplemented by the establishment of an independent, non-profit organization, EcoFund '92, for the specific purpose of mobilizing private funds to finance non-governmental activities in support of UNCED preparations.

27. The secretariat has developed modalities for facilitating the participation of NGOs at Preparatory Committee meetings, in particular through briefings, consultations and also the provision of modest office space and copying facilities. A part of the extrabudgetary resources secured by the Secretary-General will be used for these purposes as well as for the distribution of an NGO dossier explaining Conference aims and procedures.

2. Public information activities

28. UNCED's programme of public information is carried out in close cooperation with the Department of Public Information of the United Nations Secretariat to which budgetary resources were allocated for this purpose. An initial UNCED brochure has been prepared, a Conference logo has been designed and development of the other activities provided for in the budget is under way. These include: segments on environment and development in "UN in Action"; television spots; information kits for conferences; journalists' round tables; an educational video and teaching guide; radio special-feature documentaries and poster production and distribution.

29. UNCED has begun producing a bi-monthly newsletter. As the main public information vehicle of the UNCED secretariat, it will focus particularly on providing summaries of the key issues and developments in respect of preparations for the Conference and on the whole range of related activities being undertaken by UNCED, other agencies, organizations and programmes of the United Nations system, NGOs and other private sector groups.

30. It is also planned to issue features on an ad hoc basis on interesting aspects of the preparatory process with a view to securing coverage in both general international press agencies and quality individual outlets as well as in outlets with a particular interest in development and environmental issues.

31. Several initiatives are being taken world wide in the audiovisual field, including production of special television programmes, so as to generate public awareness and support for UNCED and to develop a broad understanding of UNCED's objectives.

E. UNCED information system

32. The UNCED information system (UIS) is being implemented, step by step, as originally reported to the UNCED Preparatory Committee meeting at Nairobi

(A/CONF.151/PC/INF/3). UIS consists of two major elements: the UIS information base of who is doing what in the United Nations system on environment and development issues, and the global electronic network for communicating UNCED documents and information.

33. The UIS information base is now operational. However, the information base does not as yet cover comprehensively all the major environment and development issues being considered by the 1992 Conference. All agencies of the United Nations, as well as relevant inter- and non-governmental organizations have been requested to supply the UNCED secretariat with information about their activities for this purpose.

34. Another element of UIS, the global electronic network, has been in place for some time. APC networks, the Telecommunications Cooperative Network (TCN) and the World Press Centre (WPC) have all been receiving information from the secretariat electronically for their respective constituencies. Other electronic networks have also been approached with a view to increasing the number of existing networks in the UNCED global electronic network. A well-balanced advisory group was formed to advise the UNCED secretariat on UIS. Issues that have been considered by this advisory group include special programmes to allow developing country access to UIS and special activities to be planned for the Conference itself.

II. ORGANIZATIONAL ISSUES: VOLUNTARY AND TRUST FUNDS

35. It may be recalled that the Preparatory Committee, in its decision 1/3 of 29 August 1990, 1/ decided to recommend to the General Assembly that payment be made from the Voluntary Fund for the travel expenses of representatives of the developing countries and in addition, on an exceptional basis, of a daily subsistence allowance for representatives of the least developed countries. This recommendation was approved by the General Assembly in resolution 45/248 of 21 December 1990.

36. In its resolution 45/211 of the same date, the General Assembly reaffirmed its original decision that the operations of the Fund be "to enable developing countries, in particular the least developed among them, to participate fully and effectively in the Conference and its preparatory process, in accordance with General Assembly resolution 44/228, section II, paragraph 15".

37. The cumulative effect of these two resolutions it to require UNCED to provide representatives from developing countries with one ticket per delegation and, exceptionally, to provide the delegations from least developed countries a daily subsistence allowance. Appropriate arrangements were made to make available to the developing countries that so requested a round-trip air ticket to Geneva. Should all developing countries avail themselves of this facility, it is estimated that an amount of $616,000 will be utilized for this purpose. By adding to this amount expenditures of $103,000 incurred on the occasion of the Nairobi Preparatory Committee meeting, the Voluntary Fund will incur total expenditures of $719,000 out of contributions to the Voluntary Fund currently amounting to $813,500. This would leave a balance of $94,500 in the Fund as compared with the amount of $1,700,000

estimated to be required to arrange for the continued attendance of developing countries at future sessions of the Preparatory Committee and the Conference itself.

38. Action was immediately taken following the adoption by the General Assembly of these two resolutions to inform all Member States of their financial implications, to inform all developing countries of the arrangements being made for the Preparatory Committee meetings and to appeal for increased donations to the Voluntary Fund. It should be noted as at 31 January 1991 pledges and contributions to the Voluntary Fund have been received from the following Member States: Canada: $180,000; Finland: $203,000; Myanmar: $500; Netherlands: $100,000; Norway: $300,000; Singapore: $50,000; and United Kingdom: $50,000.

39. The Preparatory Committee may wish to note that on the occasion of the Nairobi session travel expenses were provided to the representatives of 62 developing countries with a daily subsistence allowance being paid to 14 least developed countries. It is possible that fewer developing countries took advantage of the Voluntary Fund at this period because it provided for payment of the ticket only. The number of developing countries taking advantage of the new provisions of the Fund will be known at the conclusion of the current session.

40. Because of the limited resources provided under the regular budget for the Conference, the General Assembly was informed at its last session of the establishment of a separate Trust Fund for Preparatory Activities to finance a number of support activities for the Conference. These activities are as follows:

(a) The need to commission scientific, policy and research institutions in developing countries to provide specialized studies and analyses of issues to be addressed by the Conference, utilizing the expertise and experience of developing countries and examining such issues from the perspective of their experience, interests and needs;

(b) The need for exceptionally qualified and young people to act as research assistants and, in doing so, provide them with valuable training experience, while enabling them to make an important contribution to preparations for the Conference;

(c) A special in-depth study and seminar on the policy and practical measures required to give effect to the environment-development relationship at the levels of economic and sectoral policies and their implementation in each of the major areas to be addressed by the Conference. The Preparatory Committee has determined that each issue be examined on the basis of full integration of environment and development factors. This work is therefore of central importance to the preparatory process and has already received commitments of support from the Government of the Netherlands and UNDP;

(d) Establishment of a UNCED global information network to provide, using the latest computer information and telecommunication system techniques, information on a continuing basis to Governments, intergovernmental organizations, NGOs and other interested parties, concerning various aspects of the preparatory work and related matters and to make such information broadly available, particularly to users in developing countries;

(e) A project for the application of advanced systems analysis techniques to support the preparatory process, particularly in respect of defining and elaborating the substantive linkages amongst key sectoral and cross-sectoral issues to be addressed by the Conference and contribute to the analytical basis for development and elaboration of action options for consideration by the Preparatory Committee and the Conference, to be undertaken by the International Institute of Applied Systems Analysis, Laxenburg, Austria;

(f) Technical assistance to developing countries to assist in national-level preparations for the Conference and related contributions to regional and global-level preparations.

41. National-level preparations, including the preparation of national reports, will be of primary importance to the contributions of developing countries to the Conference and to its success. The UNCED secretariat, in cooperation with UNDP and others, is making special efforts to mobilize the technical assistance and related support developing countries may require to assist in their national preparations. Much of it will come directly from existing multilateral and bilateral sources, but this will need to be supplemented by additional financial resources for which special contributions are being sought.

42. The total amount of resources required to carry out fully this programme of support activities is estimated at $15 million, of which an amount of $5 million has so far been pledged or collected. No effort is being spared in trying to secure the balance of funds required. The following countries have so far contributed or pledged funds to the Trust Fund: Canada: $320,000; the Netherlands: $1,370,000; Sweden: $3,000,000; Switzerland: $80,000; the United Kingdom: $221,000. Contributions by way of funds, equipment or staff services in support of the activities of the Trust Fund have also been pledged or received from the Government of Canada, the Rockefeller Foundation, the EcoFund '92, the International Institute for Sustainable Development, the World Health Organization (WHO), UNDP, the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF) and the United Nations Development Fund for Women (UNIFEM).

43. Given the limited resources made available under the regular budget, it is obvious that the UNCED secretariat will not be able to carry out to the full extent all the activities required for the thorough preparation of the 1992 Conference unless it is able to obtain extrabudgetary financial support. This was recognized by the General Assembly, which took note of the establishment of the Trust Fund for Preparatory Activities. A number of Governments have already made generous contributions to the two funds. The Secretary-General of the Conference records with special gratitude the contributions made to date and calls on others in a position to do so to make new or additional contributions to the two funds.

III. OVERVIEW OF DOCUMENTATION AND ISSUES BEFORE THE PREPARATORY COMMITTEE

A. Overview of documentation

44. The documentation before the Preparatory Committee at the second session is very much more voluminous than at the first session. This is because the secretariat has responded to the many requests made to it by the Preparatory Committee at its first session and presented separate papers on virtually every agenda item. The broad objective of the documentation presented at the second session is:

(a) To provide a synoptic background on each of the major substantive issues;

(b) To indicate the nature of the work under way in the secretariat;

(c) To suggest potential areas for action in broad terms.

45. These documents may be considered as providing the basis for the essential transition from the overview of United Nations system-wide activities relevant to General Assembly resolution 44/228 and the preliminary discussion of the issues concerned at the first session of the Preparatory Committee to the development of the concrete action proposals which the Preparatory Committee is expected to produce for consideration by the Conference.

46. The balance of the papers is tilted very much towards an exposition of issues and a review of current activities. The guidance provided by the Preparatory Committee at the current session will provide a basis for the fuller articulation of potential areas for action that would then become the principal themes of the documents for the third session of the Preparatory Committee to be held in August. There would thus be a logical progression from a broad review and articulation of major areas of concern at the first session to a more detailed review of issues and current activities and preliminary consideration of areas for action at the second session to a focus mainly on crystallization of specific action proposals at the third session of the Preparatory Committee.

47. The nature of the issues being addressed by this Conference are such that there is a need for innovative and far-sighted action. Yet the time available for developing innovative programmes and agreeing on a framework for their implementation is very short. It is therefore necessary that at the current session the Preparatory Committee address itself to potential areas for action that could be developed further for consideration at the remaining sessions. Hence suggestions on such potential areas for action are contained in the papers that deal with the sectoral issues.

48. Cross-sectoral issues were considered by the Preparatory Committee in an informal meeting at its first session. At the second session the cross-sectoral issues are scheduled for formal discussion in plenary. The documentation on these issues placed before the Preparatory Committee at this stage raises certain issues for consideration. The view taken by the Preparatory Committee on these issues will provide the basis for identifying potential areas for action which could be developed further for consideration.

B. Potential output of Conference

49. At the first session of the Preparatory Committee the possible output of the 1992 Conference were outlined in the statement of the Secretary-General. The Preparatory Committee asked that the ideas outlined there should be elaborated in greater detail.

1. Conventions

50. Global conventions on certain issues (e.g. climate and biodiversity) were indicated in General Assembly resolution 44/228 as a possible output of the 1992 Conference and the prospect has been raised of a possible global convention on forestry. The negotiating processes for global conventions parallels the preparatory process. In the case of the climate convention, it is envisaged that the framework convention would be finalized and opened for signature at the 1992 Conference. The General Assembly resolution also recognizes the linkage between the preparatory process for the 1992 Conference and the negotiating process on the climate convention. Such linkage applies to other negotiating processes that may be set up on issues relevant to UNCED.

51. One important matter that the Preparatory Committee should address is the nature of its interaction with these negotiating processes. One aspect of these negotiations that the Preparatory Committee might particularly wish to examine is the need for close coordination and interaction between the processes of negotiating a forestry protocol of the climate convention, the convention on biodiversity and the possible global forestry convention in the light of the common elements of the subject-matter with which each will deal.

52. Global conventions will enshrine certain basic legal principles. However, international action on many of these issues will neither begin nor end with the enunciation of legal principles. Specific programmes and actions need to be developed to address these issues, their underlying causes and their effects. While many of these programmes and actions will ultimately be mandated and carried out pursuant to the provisions of conventions when they come into force, the process of developing and implementing them on a voluntary basis should proceed in parallel with the negotiating processes. Many such programmes and actions will be of such a nature that Governments will be prepared, and in some cases may even prefer, to proceed with them on a voluntary basis before they become mandatory under a legal agreement. Developing and initiating such programmes and actions in parallel with the negotiating processes can at the same time do much to facilitate the negotiations themselves, while providing the basis for their expeditious and effective implementation when the relevant instrument comes into force. The preparatory process can also contribute positively to the negotiating processes on the conventions by clarifying, as indicated above, the linkages between the issues being addressed in each of the individual negotiations.

53. Another major contribution that the UNCED preparations can make to the processes of negotiating the relevant conventions is by examining and pointing out the policy directions that emerge from its consideration of the interaction of environment and development in respect of the issues being addressed in the

negotiations. UNCED is a conference on both environment and development and one of its primary tasks will be to identify policy and programmatic measures designed to address the developmental and environmental dimensions of issues on an integrated basis in the areas subject to negotiations. These areas will also require examination by the Preparatory Committee in their relation to the cross-sectoral issues it will be considering as potential areas for action in respect of financial resources, technology transfer and legal and institutional arrangements. The Preparatory Committee's discussions on these issues and the decisions that it arrives at on new initiatives should help to underpin the conventions. Thus the Preparatory Committee's role can be seen as one of providing broad and complementary support to these negotiating processes. In particular, the Preparatory Committee may wish to consider these issues in the context of the negotiations on the climate convention.

2. Earth Charter

54. The Earth Charter is envisaged as a basic statement or declaration of principles to govern the relationships of people and nations with each other and with the Earth to ensure our common future in both environmental and developmental terms. The secretariat is preparing a list of the various elements that might be considered for inclusion in such a charter and an analysis of existing instruments that refer to the same or related matters. The Preparatory Committee may wish to consider the process by which this Earth Charter might best be formulated and discussed.

3. Agenda 21

55. "Agenda 21" is envisaged as a programme of action for the implementation of the principles enunciated in the Earth Charter with clearly articulated objectives, goals, targets, strategies and action programmes, costing and allocation of institutional roles. The potential areas for action identified in the documents on the sectoral issues and on the cross-sectoral issues are the ingredients from which the Agenda 21 would be drawn up. A more detailed outline, still of a very preliminary nature, of the structure of Agenda 21 is given in the annex to the present report. The Preparatory Committee is invited to consider carefully the proposals on the structure of the Agenda contained in that annex and provide guidance to the secretariat on the further work in this regard. In particular, the Preparatory Committee may wish to consider the distinction between issue areas and action areas and the ways in which objectives, responsibilities, programmes and means could be articulated in different action areas. An example has also been given in the annex in order to help the Preparatory Committee to provide guidance as to the form and content of Agenda 21.

4. Financial resources

56. The action programmes that would emerge from the Preparatory Committee's consideration of various issues will require funds for implementation. Hence the fourth element in the potential output of the Conference was indicated as measures

for financing the actions provided for in Agenda 21 and in particular to ensure access by developing countries to the additional financial resources they will require to integrate the environmental dimension into their own development policies and practices, as well as the incremental costs that will be incurred by complying with international environmental conventions and protocols. A separate progress report on the issue of financial resources is placed before the Preparatory Committee in document A/CONF.151/PC/18, which points out some of the main questions the Committee may wish to consider in this respect. The Preparatory Committee's discussions on that paper will provide the guidance required for the further development of proposals in this critically important area.

5. Technology transfer

57. The fifth element in the outputs of the Conference was envisaged as measures to ensure that all countries, and particularly developing countries, have access to environmentally sound technologies on an equitable and affordable basis, as well as the capacity to make effective use of them. A separate paper (A/CONF.151/PC/17) on mechanisms for capacity-building and the development and diffusion of environmentally sound technologies is before the Preparatory Committee in order to seek its guidance on the specific issues that need to be addressed so as to develop proposals for its further consideration.

6. Institutions

58. The final output of the Conference was envisaged as measures for strengthening existing institutions, notably UNEP; the environmental capacities of development agencies and organizations; the processes of collaboration and coordination amongst them; and the machinery to enable environment and development issues to be examined at the policy level in their relationship to other important security, economic, humanitarian and related issues. Although, on the basis that form must follow function, these institutional issues can be resolved only after and in the light of the decisions taken by the Preparatory Committee in respect of each of the other substantive and cross-sectoral issues to which they relate. Nevertheless, the issues are complex and important and it is not too early to initiate the process of discussion that must precede these decisions. Accordingly, a progress report has been prepared (A/CONF.151/PC/20), which raises some of the principal questions the Preparatory Committee may wish to address in considering this important matter.

Notes

1/ Official Records of the General Assembly, Forty-fifth Session, Supplement No. 46 (A/45/46).

2/ APC includes the following networks world wide: EcoNet, PeaceNet, ConflictNet, HomeoNet, GreenNet, AlterNex, Nicarao, Web, Pegasus, BolNet and FredsNet.

Annex

PROPOSALS FOR THE DEVELOPMENT OF AGENDA 21: THE PROGRAMME OF WORK FOR THE INTERNATIONAL COMMUNITY IN THE PERIOD FOLLOWING THE CONFERENCE

Report of the Secretary-General of the Conference

I. BACKGROUND

1. At its first substantive session, in decision 1/6 entitled "Report of the Secretary-General of the United Nations Conference on Environment and Development on the Activities of the Conference secretariat", the Preparatory Committee requested the Secretary-General of the Conference to prepare, for consideration at its second session, a more detailed report on his proposal for the development of a programme of work for the international community in the period following the Conference, and into the twenty-first century.

2. These initial proposals were described in the report of the Secretary-General a/ and, in particular, in paragraph 32 of his introductory statement. b/ In these documents, it was suggested that one of the most important outcomes of the Conference would be a programme of cooperative action to ensure the security of the resources and life-sustaining systems of the Earth and the progress and well-being of all its peoples in the twenty-first century. It was further suggested that this work programme might be termed "Agenda 21".

3. Agenda 21 was briefly described as a prioritized agenda with explicit goals, targets, priorities and assignment of responsibilities, which would provide a framework for action, the continuing process of review and revision, as well as a means of facilitating coordination and cooperation amongst the various actors concerned. These points are further developed here, placing particular emphasis on the dynamic character of Agenda 21, describing its structure, general thrust and facilitating character.

4. Agenda 21 will be not just the work programme emerging from the 1992 Conference, but also a mechanism to enable the international community to cooperate effectively in actions leading towards sustainable development. The 1992 Conference would, in that sense, be the first step in the evolution of Agenda 21. It could involve an agreement on the cooperative structure and mechanism of the Agenda as well as specific agreements on the content of the criticial work programmes that would be included in it.

5. The content of the programmes that will form Agenda 21 will be the result of the preparatory process of the Conference. The programmes will also be influenced by and related to other processes, including the negotiation of conventions currently under way, the results of major forthcoming conferences, as well as activities at the national and regional level. They will be further influenced by the current process of review and evaluation of major programmes of the international community.

II. THE ESSENTIAL CHARACTERISTICS OF AGENDA 21

6. Agenda 21 should be the structure and mechanism with which the international community reflects in its agreed actions, basic agreed ethical principles and broad environmental and developmental goals. At the same time, a process for building a consensus on intellectual scientific and methodological issues would provide a basis for the action programme in Agenda 21.

7. The international community has developed many processes for the formulation of programmes of action both on environmental issues and on developmental issues. There are also a variety of processes for coordinating these actions. An important function of Agenda 21 should be to provide a coordinating structure and mechanism for:

(a) Taking full acount of linkages between issues in the development of action programmes;

(b) Ensuring that programmes of action simultaneously address both environmental issues and developmental needs;

(c) Ensuring that the programmes are backed up with the provision of necessary support and means for implementation.

8. The programmatic component of Agenda 21 should be designed to meet evolving goals, needs and objectives, adapting it through a continuous process of review, feedback, evaluation and reformulation. To facilitate this process, Agenda 21 will be computerized to allow rapid updating and change. The manipulations that are possible with a computerized system will also permit different cuts to display different elements and the roles of different actors.

9. For example, the Agenda could be displayed in terms of all the actions or programmes that involve reforestation or training activities. It could also be displayed in terms of the actors that will need to play an active role in aspects of the implementation, for example, local authorities. The fact that it is computerized will also allow for a broad network of users and actors to have easy access to the programme of work and be aware of changes or of progress achieved.

10. The implementation of the goals that Agenda 21 is directed at will involve a vast array of agents and decision makers - national Governments, the international community through the United Nations system and other international organizations which will be the direct implementors of many programmes; the multilateral and bilateral aid community and other institutions involved in supporting these programmes. Agenda 21 must also address specific constituencies and groups.

11. In summary, the main characteristics of Agenda 21 should be that it is:

(a) Flexible, responding to varied and evolving needs and requirements;

(b) Expedient, in that it builds on what exists, modifying and strengthening it as required;

(c) Innovative, in that it identifies new solutions to known problems;

(d) Acceptable, in that it is based on a wide-ranging process of consultation and agreement;

(e) Universal, in that it actively involves the various groups that have a stake in the process of sustainable development;

(f) Effective, in that it will provide the structures, mechanisms, procedures and supporting measures that make action possible.

III. THE STRUCTURE AND GENERAL CONTENT OF AGENDA 21

12. Agenda 21 would be structured around a series of major clusters and sections. The accompanying chart presents this structure graphically. Each of these sections would be supported by reference material, and would describe how to access this material.

13. The first cluster - the basis for action - will be formed by three elements: an overview of the state of development and environment; the enunciation of basic principles underlying sustainable development including strategic action principles and broad developmental and environmental goals.

14. The second cluster - the action agenda - would be articulated along two sections: an analytical one describing programmatic approaches, and the action section, which would describe the programme of action proper.

15. The third cluster - the instruments for action - would consist of two sections: the specific tools for analysis, management and action, and the supporting structures and enabling mechanisms that can make action possible. In this connection, the major strategic directions and essential actions that are necessary to reach goals for the world community would be the most important thrust of this cluster. Material would be drawn from a very broad array of technical and scientific material, national and regional experience as well as from the preparatory process itself and associated activities.

A. THE BASIS FOR ACTION

1. Overview of the state of development and the state of the environment

16. The purpose of this element would be to give the context within which Agenda 21 is placed. It would contain a brief overview of the current state of development and of society covering such issues as the state of human populations; the state of the international economy, trade patterns, the debt situation and other important developmental parameters. Linked to this would be a review of the state of the environment, including trends in global change, the current status of natural resources and resource use. Thus the overview will pay particular attention to the interaction between developmental and environmental issues.

17. This overview would clearly show the current opportunities and constraints within which the process of sustainable development must be promoted. By continually updating this body of information, there would be a base of factual data on which to base decisions. Thus, updating should be part of an agreed programme to monitor the status of development and environment.

2. Principles underlying sustainable development

18. The purpose here would be to gather agreed principles that should govern a society that is sustainable in both human and developmental as well as environmental terms. Basic principles spelled out in the Earth Charter and agreed upon by the international community to guide the relations between people and between nations and between humankind and nature would be elaborated in terms of translating them into action. The scientific basis for guiding strategic interventions that can further the process of sustainable development would also be touched upon, including, for example, ecological principles guiding environmental management and principles governing the processes of social or economic interactions and the management of developmental processes.

3. Setting broad developmental and environmental goals

19. This section would articulate the major developmental and environmental goals for the human community as it moves into the twenty-first century - goals such as the eradication of poverty, achievement of greater equity, stemming of the degradation of the environment and achieving a sustainable balance between human and natural resources.

20. These goals would draw upon those that have already been mentioned in General Assembly resolution 44/228, and synthesize the main directions which can be drawn from the preparatory process.

21. An important methodological effort should be made here to develop ways of spelling out these goals so that they simultaneously address developmental and environmental aspirations, and also to exemplify the new economic thinking that must support the sustainable development process.

B. THE ACTION AGENDA

1. Defining programmatic approaches

22. The main purpose of this section would be to stress the evolving relationship between environmental and developmental issues and the areas of policy or sectoral action and highlight the linkages between and among the different factors involved in environment and development.

23. This suggests a distinction between issues and action areas. The issues are those referred to in General Assembly resolution 44/228. The action areas refer to clusters of programme activities that have a common economic or institutional

basis. A given issue - say climate change - may require action in more than one action area - say, energy, transportation, settlements planning, reforestation. Equally positive action in any one area - say, forestry - may contribute to solving more than one issue. For example, reforestation programmes can simultaneously respond to the need to provide carbon sinks to counteract the effects of emissions, provide timber and fuel for development purposes, provide habitats for wildlife and protect watersheds and soils.

24. It is important to try to scope these action areas, in order to identify the most crucial areas where action can respond to the requirements of solving various developmental and environmental problems before the Conference. The Preparatory Committee may wish to determine which are the important leverage points on which it might concentrate for the moment. In time, these leverage points may shift and would need to be revised.

2. The programme of action

25. This section will describe the indicative programme of action to be agreed upon by the international community. It would address the problems and objectives identified in General Assembly resolution 44/228, structured around the leverage points identified by the preparatory process. The programme of action would particularly emphasize the policy directions and coordinating mechanisms that can support the sustainable development process as the world community moves into the twenty-first century.

26. Agenda 21 will be presented in terms of the policy-level agenda, which would be endorsed at the Conference in Brazil. The operational aspects of the agenda would be developed within this policy framework. Programmes described in full detail would constitute the work programme for the international community. It should be noted that, by the time of the Conference only certain of these programmes could be developed in full detail. Others would be in different stages of development.

27. The programme would have defined objectives and targets within an agreed time-frame and would define agents and institutions and their responsibilities. These agents would include a wide array of groups and constituencies, but their commitments and responsibilities would differ according to their respective roles. Thus, the primary emphasis would be for the programmes of the United Nations system. However, the framework of the programme of action would be broad enough to include and facilitate actions by other constituencies and they are being encouraged to establish their own agenda to complement and support Agenda 21. The programme would define the appropriate and necessary supporting and enabling mechanisms to carry out the programme. Finally, as far as possible foreseen actions would be costed. These points are described in greater detail in section IV below.

28. This programme would be subject to a continuous monitoring and review process, leading to adjustments and to an evolving set of objectives, targets and actions to reflect changing circumstances. The dynamic nature of Agenda 21 would thus be most

evident at this level. But in order for the Agenda to be implemented and in particular, by the agencies of the United Nations system, and fully incorporated into their programmes, ways and means would have to be devised to set up an ad hoc review and approval process.

C. INSTRUMENTS FOR ACTION

1. Tools for analysis, management and action

29. This section would describe the "tool kit" and methodological and guiding tools and procedures that are needed for analysing and acting upon the development/environment interphase that is necessary for giving operational reality to Agenda 21.

30. Essential tools for analysis and action would be described, including those for integrating developmental and environmental factors, for introducing environmental variables into economic analysis and others. These would be drawn from the existing repertoire of "best practicable practices" as well as from current work aiming to elucidate the nature of the development and environment linkages and to give an explicitly operational content to the concept of sustainable development.

31. This tool kit would be constantly refined and updated, giving the possibility of increasingly sophisticated and effective management methods.

2. Supporting structures and enabling mechanisms

32. The purpose of this section would be to provide the framework, basic principles and major reference points that underlie the more specific mechanisms that would be developed in respect of particular areas and actions. At this level, only major mechanisms would be delineated, but references would be made to both international as well as national dimensions.

33. The basic facilitating structures and mechanisms that can give operational reality to the process of sustainable development, as identified in General Assembly resolution 44/228 and particularly paragraph 15 thereof, would include:

(a) Institutions and related structures, processes and mechanisms that support and guide the sustainable development process;

(b) Legal instruments and regulatory processes that concern the developmental and environmental protection process;

(c) The mechanisms for funding and for facilitating transfer of additional financial resources, particularly to developing countries for financing the sustainable development process;

(d) The mechanisms to facilitate the development of, ensure favourable access to and transfer of environmentally sound technologies, including special

concessional or preferential terms, as well as the methods, procedures and equipment to support the process of sustainable development;

(e) The major economic mechanisms and instruments that can be applied to promote sustainable development;

(f) The package of scientific research and knowledge, monitoring, assessment and information exchange, awareness-raising, environmental and developmental education and training, which provides support to the environmental and developmental process.

IV. ELEMENTS OF THE PROGRAMME OF ACTION

34. As already suggested above, the specific areas of action will emerge during the preparatory process. However, the generic elements that will be included when developing programmes in specific action areas can be defined now. Various aspects would be covered for each of them and are briefly described below.

35. Objectives will be agreed upon and formulated in both developmental and environmental terms. The duality of purpose will be made clear at all times. These dual or multipurpose objectives will assist in providing a more explicitly developmental-environmental direction.

36. Linkages between environmental issues, development sectors and action areas will be a key element. Analysis of these linkages along various lines are possible, including issue to issue, environmental issue to development sector, sector to specific action area, action area to cross-sectoral issues and others are possible. This analysis would be illuminated and supported by work currently being undertaken on the nature of these interactions. Particular emphasis would be placed on the interactions between population, production and consumption patterns, quantifying environmental and social change in some cases. By exploring linkages it would also be possible to determine areas of convergence or stress.

37. Priority setting will follow the identification of the crucial areas of action and will determine the shape of the programme. The most effective leverage points could be selected for concentration of priority actions, which will also take into account the results of the preparatory process. Of particular usefulness would be to focus on the vulnerable areas and irreversible processes.

38. Setting targets will give focus to action and will provide markers against which progress can be monitored. These targets would be expressed in terms of the concrete developmental and environmental results expected. For example, if the objective is to achieve food security through sustainable production systems, the target would have to be formulated in terms of desired amounts of food, various levels of resilience and flexibility of the system and given levels of consumption. These targets could be expanded to include targets for factors such as institution building, levels of resource transfers and degrees of training. There cannot however be a precise quantification in each case, as it must be recognized that the process of fixing targets is a continuous one, with many variables.

39. A time-frame for the setting of priorities and reaching of targets will also be necessary. Perhaps three major time groups could be considered. A first cut, which would be specific and detailed, could encompass the period up to the end of the century, to coincide with current programme cycles; this would be followed by broad directions for the next 20 to 25 years and finally some quite general suggestions for possible directions into the middle of the next century.

40. Specifying programme actions will be the most critical step of the process. It will be important to ensure that actions are directed towards the causal factors and root problems. Likewise, it will be important to ensure that the programme actions are articulated in such a manner that they can respond to multiple objectives and be supportive of other actions taken elsewhere. These strategic directions and programme actions will build upon existing programmes at the international and national level and will endeavour to fill gaps and impart innovative approaches where necessary.

41. Identifying the actors and institutions. The primary focus of the programme of action will be on the role of departments, organizations and agencies in the United Nations system. However, by defining other possible agents in the international community, in national Governments, non-governmental organizations (NGOs), specific constituencies, the private sector and others, it will be possible to define programmes so that all may contribute in a concerted and efficient manner to reaching targets and objectives.

42. Defining the legal framework will also be an important element of the programme. The links of the programme of action to international agreements would be specified. In addition, national or regional legal provisions and legal regimes would be mentioned where relevant. An important element in this area is the question of enforcement of compliance, and how this can be achieved through the programme.

43. Defining the various enabling mechanisms and supporting measures necessary to implement the programme in all its various aspects is the most important crucial aspect that can give operational reality to the programme. The following would be given prominence but would not exclude other elements that might come into play in special cases:

(a) The role of science and research;

(b) The application of various tools, including monitoring, assessment and evaluation as well as economic and management tools;

(c) The type and extent of human resources, development and the manner of imparting education and training;

(d) The awareness-raising campaigns and information exchange necessary to give prominence and acceptance to the programmes.

44. Defining the technological requirements to implement the programme is yet another important element that will determine the environmental soundness of the

programme and the rate of development. Here it would be important to specify the types of technology needed and levels of further development as well as modalities to ensure favourable access and transfer of environmentally sound technologies.

45. Costing the actions will give a clear picture of the magnitude of the effort required, and indicate how to make a more efficient allocation of scarce resources.

46. Financing the programme actions: in addition to indicating the source of the funds required to carry out the action programme, including new and additional financial resources, it will be necessary to indicate the funding mechanisms that come into play, and draw up a strategy for efficient deployment of these funds in each case.

47. These elements of the programme are intended to illustrate the types of factors that must be taken into account, but are not exhaustive. Others would emerge during the preparatory process. Whatever other additional elements are included, they must all be reviewed through the normal process of programme management, that includes a constant follow-up process of monitoring, assessment, evaluation and readjustment.

48. The elaboration of this framework will have to be done with greater specificity for each area. A tentative example follows.

V. AN EXAMPLE OF PROGRAMME DEVELOPMENT: PROTECTION OF THE ATMOSPHERE

49. The example presented here is meant only to illustrate the structure of a potential part of Agenda 21. Consequently, the various boxes are not meant to be either exhaustive, or representative of those issues, but only preliminary examples at this stage. Furthermore, the Preparatory Committee is not required, at this stage to approve the content of this example. If the Preparatory Committee agrees with such an approach, more detail can be provided at the next session.

50. Table 1, major environment and development issues, divides the atmosphere issue into its three main environmental components: climate change, air pollution and the ozone layer:

(a) In each case, considerable attention has to be paid to the developmental linkages, as well as the linkages between sub-issues, such as, for example that between climate change and air pollution, as well as between issues, such as between forestry and climate change. These linkages are important for the analysis of the problem, but more importantly to develop specific sectoral targets, policy responses and appropriate institutional mechanisms for these;

(b) For each of these issues, overall goals and objectives could be set, based on first principles, or other fundamental ecological or socio-economic factors. For example, in the area of climate change, one such objective may be the stabilization of the global atmospheric carbon dioxide concentrations.

51. In Table 2, a possible programme of action, a number of major action areas are given as examples. These would eventually have to be prioritized. The action areas can have impacts on one or more issues and sub-issues, as shown in the third column. It is important to note, that these programmes can, and indeed will, have important impacts on other issues also, which are not shown in this table:

(a) For each programme action specific sectoral targets could be set at the national, regional or sometimes even global levels. Such targets may include national carbon dioxide emission targets, automobile efficiency targets, as well as goals to achieve a certain level of public transportation in a country or in a city;

(b) Some programme actions may differ, depending on the geopolitical region concerned. For example, energy efficiency in most industrialized countries might mean carrying out the same activity with less energy input. The same concept in a developing country, on the other hand, may mean carrying out more activities with the same energy input;

(c) Similarly, for each programme action, the agents will have to be identified. These could be national Governments, regional and global intergovernmental, or non-governmental organizations. In this section, attention could be drawn to any lack of appropriate actors or institutions, and proposal could be made for changing the mandate of existing institutions or even proposing new ones, if necessary;

(d) Again, each programme action will necessarily have a technology component. Some technologies will need to be developed, while other, existing ones may need to be transferred to developing countries. Many actions will also require the development of human resources;

(e) Finally, each action will have a finance, and economics component. On the one hand, programme actions will have a cost. A discussion will have to be made of the overall requirements; the sources of new funding, and the modalities for making these funds available. Furthermore, in some cases, economic instruments, such as targeted subsidies, taxes, emission permits, etc., may be used to achieve a certain goal. In the case of climate change, for example, carbon taxes could be used to encourage the transition away from fossil energies to more efficient and less polluting alternatives.

Notes

a/ A/CONF.151/PC/5 and Add.1 and 2.

b/ A/CONF.151/PC/5/Add.1.

Table 1. Major environment and development issues

ISSUE/SUB-ISSUE	DEVELOPMENTAL LINKAGES	LINKS WITH OTHER ISSUES	GOALS, OBJECTIVES
1. CLIMATE CHANGE	- Energy Production, Consumption - Transport - Land Use (Forestry, Agriculture, etc.) - Coastal Development - Human Settlements - Consumption Patterns, Life Styles - etc.	OTHER SUB-ISSUES: - Ozone (e.g. CFCs destroy Ozone) - Air Pollution (same process responsible) OTHER ISSUES: - Forests (CO2 sinks) - Oceans (Coastal Area Managmt.) - Water (Chngd Hydrology) - Land-use	- Rate of Global Climate Change (e.g., x°C/decade) - Stabilize and reduce to a certain level, in a certain time period anthropogenic greenhouse gases - etc.
2. AIR POLLUTION 2.1 Local Air Pollution 2.2 Transboundary Air Pollution	- Energy Production, Use - Transport - Industry - Human Settlements - etc.	OTHER SUB-ISSUES: - Climate (same process responsible) OTHER ISSUES: - Industry (major energy use and pollutant) - Health (direct impact)	- Outdoor/Indoor Air Quality (e.g., from WHO) - Transboundary Pollutant Flux - Country Pollutant Emissions
3. OZONE LAYER	- Industry - Consumption patterns, Life Styles - etc.	OTHER SUB-ISSUES: - Climate (CFCs are also greenhouse gases) OTHER ISSUES: - Hazardous Wastes (same strategies)	- Global Atmospheric CFC concentrations/emissions

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Table 2. A possible programme of action

ACTION AREAS	PRIORITY CATEGORY	IMPACTED ISSUES, SUB-ISSUES	TARGETS	CONSTITUENCY OR REGION SPECIFICITY	INSTITUTIONS, AGENTS, LEGAL FRAMEWORK	TECHNOLOGY REQUIREMENTS AND TRANSFER	COSTING, FINANCE, ECONOMIC INSTRUMENTS
ENERGY EFFICIENCY		1, 2.1, 2.2	eg. Global, Regional, country or sector-specific efficiency targets, etc.	eg. Same activity with less Energy use for ICs; More activity with same energy for DCs, etc. a/	eg. National Action; Various UN Agencies, etc.	eg. Capacity-building in DCs; Development of Tech.; Transfer to DCs;	eg. Programme level funding; Global, National, Energy/Carbon Taxes; Tradeable Emission Permits; etc.
ALTERNATIVE ENERGY SUPPLIES		1, 2.1, 2.2	eg. % of Non-fossil supply in region, or country, etc.	eg. Increased non-fossil supplies in ICs; As above + more efficient fossil conversion in DCs; etc.	eg. National Action; Various UN Agencies, etc.	eg. Capacity-building in DCs; Development of Technology; Transfer to DCs; etc.	eg. Programme level funding; Global, National, Energy/Carbon Taxes; etc.
SUSTAINABLE LAND USE (Biomass Supplies, CO_2 Sinks, etc.)		(1)	eg. Net biomass growth (global, regional, local); CO_2 sinks; etc.	eg. Correlate with other land-use needs for DCs, etc.	eg. National Action; Various UN Agencies, etc.	eg. New Agricultural Technology, etc.	eg. Debt-Nature Swaps, etc.
TRANSPORT, SUSTAINABLE SETTLEMENTS		(2.1, 2.2, 3)	eg. % Public vs. Private transport; Pers-km travelled, etc.	eg. Need more person- and ton-kms for DCs, etc.	eg. National Action; Various UN Agencies; etc.	eg. Efficient Cars; Public Transp; Urban Planning; etc.	eg. transport fuel taxes, etc.
LOW-POLLUTION PRODUCTION & CONSUMPTION		2.1, 2.2 3 Also: 1	eg. Region/country/ sector emissions; Waste production; etc.	eg. Indoor biomass combustion in DCs, etc.	eg. National Action; Regional Commissions; UN Agencies, etc.	eg. Low-pollution technologies, etc.	eg. Programme level funding, etc.
ADAPTATION		(1,2,3)	eg. Coastal Mngmnt. in No. of Countries; Stabilize, Restore food prod.; etc.	eg. Needs of vulnerable countries/people, etc.	eg. National, Regional Action; UN Agencies, etc.	eg. New Agric. Techn; Integrated Coastal Area Management; etc.	eg. Basic grants to most vulnerable, etc.
RESEARCH, MONITORING, FORECASTING		1, 2.1, 2.2 3	eg. Global Ocean Monitoring Netw.; Reliable Forecasts; etc.	eg. Specific actions in vulnerable areas, etc.	eg. National, Regional Action; Various UN Agencies; etc.	eg. Monitoring and assessment technology, etc.	eg. Funds for R&D activities; networking; etc.
EDUCATION, TRAINING INFORMATION		1, 2.1, 2.2 3	eg. Public access to information, etc.	eg. capacity-building in DCs, etc.	eg. National Action, Various UN Agencies, Regional Commissions, NGOs, etc.	eg. Teaching and training tools, etc.	eg. Funds for local capacity-building, etc.

a/ IC = industrialized countries; DC = developing countries.

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Figure 1

GENERAL STRUCTURE OF AGENDA 21

The different "boxes" represent chapters or sections of the Agenda. This figure is intended only to give an overall view of how the Agenda might be articulated. The column to the left indicates the three major clusters of the programme. The column to the right indicates the contents of the sections of Agenda 21.